

Subject:	Waste Management Strategy Review		
Date of Meeting:	10th May 2012		
Report of:	Strategic Director, Place		
Lead Member:	Cabinet Member for Environment & Sustainability		
Contact Officers: Name:	Jan Jonker	Tel:	29-4722
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Key Decision:	Yes	Forward Plan No:	CAB28678
Wards Affected:	All		

FOR GENERAL RELEASE**1. SUMMARY AND POLICY CONTEXT:**

- 1.1 In December 2011 Cabinet gave permission to consult on the review of the Municipal Waste Management Strategy. The strategy was reviewed in light of:
- The council's priorities and the city's One Planet Framework
 - The Government's national review of waste policy published in June 2011
 - Proposed changes to waste legislation including the Landfill Allowance Trading Scheme (LATS)
 - Proposed EU recycling targets for the UK which may have implications for local authorities.
 - The findings of research into options for dealing with food waste.
- 1.2 The consultation has now been completed and this report seeks to formally adopt the revised strategy and action plan which is attached as Appendix 1. It also seeks agreement on a number of key decisions regarding implementation of the strategy.

2. RECOMMENDATIONS:

- 2.1 That Cabinet approves the revised Waste Management Strategy as set out at Appendix 1.
- 2.2 That Cabinet approves the submission of an outline funding bid to the Department for Communities and Local Government (DCLG) Weekly Collection Support Scheme for the extension of communal recycling in the city centre, in accordance with the parameters set out in report and at Appendix 2.
- 2.3 That the Strategic Director of Place and Director of Finance are given delegated authority to submit the final bid relating to 2.2 above in August 2012 in consultation with the Chair of the Environment and Sustainability Committee.
- 2.4 That Cabinet agrees a commercial waste collection trial in accordance with the parameters set out in the report and subject to final agreement of the detailed operational arrangements the Director of Finance and the Strategic Director of Place.

- 2.5 That Cabinet agrees the fees for commercial waste collections and the delegations to the Director of Finance and Strategic Director of Place of an adjustment to those fees as set out in the report

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 The original waste strategy adopted in 2010 was developed based on extensive research looking at best practice in the UK and worldwide. The research was narrowed down to ensure it was relevant to Brighton & Hove.
- 3.2 Options were evaluated based on environmental, operational, social and financial criteria using a model developed by the London School of Economics. The strategy was subject to wide scale consultation and an independent sustainability appraisal which considered the social, environmental and economic consequences.
- 3.3 A review of the 2010 strategy has now been completed and updates the strategy in light of some of the changes set out below.
- 3.4 The One Planet Framework developed by the City Sustainability Partnership which the council as a key partner is working towards. It sets out priorities for the city in relation to sustainability and identifies actions to deliver improvements. It is based around ten principles:
- Zero carbon
 - Zero waste
 - Sustainable transport
 - Local and sustainable materials
 - Local and sustainable food
 - Sustainable water
 - Natural habitats and wildlife
 - Culture and heritage
 - Equity and fair trade
 - Health and happiness
- 3.5 The strategy review incorporates the principles and actions surrounding *zero waste* and local and *sustainable materials* so that it becomes the delivery mechanism for these two aspects of the One Planet Framework.
- 3.6 The EU framework directive on waste requires member states to achieve 50% recycling of household waste by 2020. In the UK individual local authorities have not been set individual recycling targets. However Part 2 of the Localism Act gives ministers power to pass EU fines down to local authorities, although these provisions have been significantly tightened to ensure that this will only happen after a full review by an independent panel.
- 3.7 The 2010 strategy set out a commitment to carry out more research on food waste collection to help inform options for dealing with this waste stream. This research has been concluded and has informed this review.
- 3.8 All the information collated from the above points was used to identify risks and options and/or opportunities which in turn informed the development of an updated strategy and action plan. This information is presented in the Waste

Strategy Review Document which was presented to the Cabinet Meeting in December 2011. The report was considered by scrutiny in December 2011.

Strategy Objectives

- 3.9 The objectives of the strategy have remained the same, namely to:
- reduce the overall volume of household waste generated, and maximise reuse, recycling, composting and recovery of waste
 - send as little waste as possible to landfill
 - ensure compliance with legal requirements relevant to waste management and enforce these consistently
 - protect the environment and enhance its quality
 - improve our service to residents and businesses while ensuring services continue to improve and represent value for money

Targets

- 3.10 The 2010 strategy set household waste recycling and composting targets for 2015/16 and 2020/21 of 40% and 45% respectively.
- 3.11 Based on evidence from other authorities and the research done as part of this review the types of changes that would be required to achieve 50% recycling have been identified. However the current economic climate and the budget constraints on the council mean that it will take some time to implement the changes to achieve this higher recycling/ composting rate. The proposed targets set out below reflect these constraints.
- 3.12 Achieving the One Planet Living target of 70% recycling by 2025 will require further changes to packaging, the waste management industry and consumer behaviour.
- 3.13 The revised strategy targets are set out in the table below. They assume a 10% reduction in the amount of waste produced per household between now and 2025

Target	2008/09 Actual	2010/11 Actual	2012/13 Target	2015/16 Target	2020/21 Target	2025/26 Target
Recycling & Composting	29.2%	27.7	32%	40%	50%	70%
Energy Recovery	21.39%	26.8	56.1%	55%	48%	28%
Landfill	49.39%	45.6	11.6%	5%	2%	2%
Kg residual waste per household	610	602	602	590	571	542
Kg waste per person (incl waste recycled, reused & composted)	433	434	409	354	286	163

Policies & Action Plan

- 3.14 The strategy policies have been updated and cover the following areas:
1. Service quality and engagement with residents, businesses and communities
 2. Waste minimisation and prevention
 3. Increasing rates of re-use
 4. Increasing recycling rates
 5. Increasing compost rates
 6. Waste from businesses and other organisations
 7. Local and sustainable materials
- 3.15 Each policy is supported by a realistic action plan. Some of the key actions include:
- Implementing an effective and innovative communications campaign
 - Continuing to work on increasing reuse and reducing waste for example by opening a new re-use centre at Brighton Household Waste and Recycling Centre and working with the Food Partnership to reduce food waste
 - Trialling food waste collection subject to securing Interreg funding
 - Rolling out communal recycling subject to the current trial being a success and securing capital funding for a wider roll out
 - Trialling commercial waste collections
- 3.16 This report seeks approval for the revised strategy and action plans as described above and as set out in full at Appendix 1.
- 3.17 This report further seeks approval also for the submission of a funding bid to the Department for Communities and Local Government (DCLG) Weekly Collection Support Scheme for the extension of communal recycling in the city centre, subject to the success of the current trial and public consultation.
- 3.18 An Interreg bid to fund a food waste collection trial has been submitted and a decision is expected in June. Match funding for the trial will be sought from revenue underspends carried forward from the 2011/12 financial year subject to approval in the Provisional Outturn TBM report to June Policy & Resources Committee.
- 3.19 Further details on both schemes and proposals for a commercial waste collection trial are set out below.

DCLG Weekly Collection Support Scheme

- 3.20 In February 2012 DCLG launched its £250 million Weekly Collection Support Scheme designed to help authorities to increase the frequency and quality of waste collections and make it easier to recycle.
- 3.21 The scheme gives local authorities the opportunity to bid for funding for a range of service improvements centred around weekly collections of waste. This report seeks approval to submit a bid to extend communal recycling to the whole of the communal bin area subject to the success of the trial which commenced in April 2012. A map of the proposed area is attached as Appendix 2 and that area is the existing communal bin area

- 3.22 Early indications are that the trial, which was rolled out to 3,200 households in the Brunswick and Adelaide ward is performing well. 87% of people who responded to the consultation wanted to give the trial a go, only two complaints were received during the roll out of the bins which were both resolved quickly. Data on tonnage of material collected for recycling so far shows the scheme is resulting in higher recycling rates. An extended communal recycling service would also result in efficiency savings compared to the existing black box collection scheme.
- 3.23 The bid to DCLG is for a value of approximately £1.3 million and covers the cost of communal recycling bins, refurbishment of the existing communal bins, recycling collection vehicles, consultation and engagement including an 18 month officer post dedicated to ensuring the smooth roll out of the service, promote waste minimisation, support composting and recycling in the area.
- 3.24 The deadline for the submission of the outline bid is the 11th of May 2012. Following feedback on the bid from DCLG the deadline for the submission of the final bid is the 17th of August 2012. A decision on whether the bid is successful is expected in October 2012. This report seeks approval for the submission of the outline bid and authorisation for the Strategic Director of Place to finalise the bid following DCLG feedback for submission in August.
- 3.25 The scheme would be subject to the trial being successful and following consultation with residents. The results of the consultation would be presented to the relevant decision making Committee for consideration.

Food Waste Collection Trial

- 3.26 At the Cabinet Meeting on the 8th December 2011 in principle approval was granted for the submission of an Interreg funding bid for a food waste collection trial in 2013. The bid was submitted in February 2012 and a decision on whether it is successful is expected in June 2012 at which time the council will need to enter into commitments to secure the funding.
- 3.27 If successful the bid would part fund a 12 month food waste collection trial in a suburban residential area covering approximately 6,000 households. The bid includes the cost of food waste containers, collection, consultation and communication and a 12 month fixed term dedicated post working with residents to help them minimise their waste and maximise recycling and composting rates.
- 3.28 Within the scope of the bid it has also been possible to include elements of the communal recycling trial (not to be confused with the wider roll out which is subject to the DCLG bid) which is currently wholly funded by the council. Some of the costs of the trial funded by the authority will be claimed back through Interreg if the bid is successful.
- 3.29 The total value of the bid is £1.1million of which the match funding requirement is £560,000. The majority of the match funding consists of costs already incurred by the council for example refuse collection costs, waste disposal costs and overheads. The total additional funding required to deliver the project is £160,000. Of this £140,000 capital for the purchase of food waste collection vehicles would be required in the current financial year for the trial to commence

in April 213. Match funding for the trial will be sought from revenue underspends carried forward from the 2011/12 financial year subject to approval in the Provisional Outturn TBM report to June Policy & Resources Committee.

Commercial Waste Collection Trial

- 3.30 There are a number of commercial waste providers in the city which vary in terms of the quality of service provided to businesses. The council has a substantial waste and recycling infrastructure (vehicles, waste transfer station and materials recycling facility, communal bins) in place and this infrastructure can be used to collect commercial waste and thus increasing the return the investment the council has made in this infrastructure.
- 3.31 The purpose of the trial is to gauge the level of demand for a commercial waste service provided by the council. Anecdotal evidence from a range of business representatives and organisations is that there is a demand as the council is viewed as a reliable and trustworthy service.
- 3.32 To gauge the level of interest, a trial with minimal costs and risks is proposed. This means it is simple and uses the existing infrastructure and resources in place. The proposal is that businesses purchase bags from the council to place in existing communal bins and the purchase costs of the bags include all costs to the council of providing the service.
- 3.33 If approved the trial would run in part of the Business Improvement District (BID). Customers opting in to the service would purchase bags from the council, the cost of which would include collection, disposal and overheads. Customers would dispose of their bags using the existing communal bins. The service is expected to appeal in particular to small businesses who do not produce a lot of waste and have little or no room to store waste.
- 3.34 The feasibility of a commercial recycling service will be assessed at a later date and will depend on whether the council determines to roll out communal recycling across the city centre.

Size of Trial

- 3.35 The trial will be restricted to up to 100 small size businesses and the estimated tonnage for this number of business which are primarily retail would be 50 tonnes per annum. The council collects 75,000 tonnes of residual household waste per annum from 121,000 households and with recycling this amounts to 105,000 tonnes per annum. the percentage of the trial business waste collected would represent 0.05% of the total waste collected by the council.

Existing capacity

- 3.36 There are 700 communal bins in the city centre serving 26,000 households. Some of the bins are emptied daily and some less frequently. Should 100 businesses opt to receive a service from the council, the existing communal bins will have the required level of capacity and the existing vehicles and employees will be used to empty these bins. There are no capital costs to the council or significant revenue costs.

Contractual Arrangements and Payment terms

- 3.37 The council will sell bags online via the corporate payment system.
- 3.38 The proposal is that the charge for the bags is set at £2 per bag and that this price can be adjusted by 20% with the agreement of the Director of Finance and Strategic Director of Place and in consultation with the Cabinet Member for Environment and Sustainability. The ability to adjust the charging within a 20% parameter will allow the council to be more responsive to cost changes.
- 3.39 The price of the bag will be paid up front to cover all costs and therefore debt management is not an issue. It is not intended that ongoing contractual arrangements will be entered into as the purchase of the bags will secure the ability of the business to use the existing communal containers. This will allow the council and the business the flexibility to assess the trial and should it prove not to the advantage of either party, the council will stop selling bags and the business can stop buying the bags.

Costs

- 3.40 The proposal is that the charge for the bags is set at £2 per bag and that this price can be adjusted by 20% with the agreement of the Director of Finance and Strategic Director of Place and in consultation with the Cabinet Member for Environment and Sustainability. The ability to adjust the charging within a 20% parameter will allow the council to be more responsive to cost changes.
- 3.41 The £2 per bag would cover all the costs associated with collection and disposal of the waste, the cost of the bag itself, as well as promotion, administration and overheads.

4. COMMUNITY ENGAGEMENT AND CONSULTATION

- 4.1 The 2010 strategy was informed by extensive consultation with stakeholders and residents. Input was sought through member seminars, an advisory panel, focus groups and the citizens panel. This review was limited in scope to updating the existing strategy and the consultation was therefore more targeted. Specifically it consisted of:
- Consultation with the Waste Advisory Group which informed the consultation draft of the review
 - Consultation with targeted hard to reach groups who may have difficulty accessing our services
 - Consideration of the Waste Strategy Review by the Environment & Community Safety Scrutiny Committee in January 2012
 - Public consultation advertised through the media, the council website and public buildings. Due to the limited response to this consultation it has only been possible to draw qualitative rather than quantitative conclusions. Overall the public consultation showed a strong level of support for the policies and actions in the strategy (Appendix 3).
- 4.2 The consultation responses have all been considered and have informed this review.

- 4.3 The main changes proposed in the action plan, namely a food waste collection trial and the roll out of communal recycling will be subject to detailed consultation with all residents affected.

5. FINANCIAL & OTHER IMPLICATIONS:

5.1 Financial Implications

DCLG Weekly Collection Support Scheme

- 5.2 The value of the proposed bid to DCLG is expected to cover all costs of the extension of communal recycling. Any unforeseen costs will be met from existing revenue budgets.
- 5.3 The success of the bid will be dependant on satisfying core criteria, including demonstrating that the proposal is able to deliver value for money in terms of cost effectiveness.
- 5.4 Increased recycling is expected to generate savings due to the difference in disposal costs between recycled and residual waste. Based on 2012-13 costs and expected income for recyclable waste, the net saving is expected to be approximately £90 for each tonne of waste diverted from landfill to recycling, and £60 for each tonne of waste diverted from energy recovery to recycling.
- 5.5 There is also expected to be efficiency savings in the cost of collection compared to the existing black box collection scheme.

Food Waste Collection Trial

- 5.6 The £160,000 of required match funding can be funded from revenue under spends carried forward from the 2011-12 financial year, subject to approval in the Provisional Outturn TBM report to June Policy & Resources Committee.
- 5.7 Following the initial trail any expansion of food waste collection will be subject to the demonstration of a viable business case.

Commercial Waste Collection Trail

- 5.8 There are no capital or significant additional revenue costs expected for the commercial waste trail. The cost of collection and disposal of commercial waste will be funded from existing revenue budgets and the sale of sacks.
- 5.9 The charge of £2 per bag is sufficient to cover all existing costs as well as making provision for anticipated additional costs and a contingency for unforeseen costs. With the existing infrastructure in place and capacity available there is not expected to be a significant increase in collection costs due to additional waste generated from commercial waste.
- 5.10 Following the initial trail any expansion of commercial waste collection will be subject to the demonstration of an acceptable business case.

Legal Implications:

- 5.11 The revised Waste Management Strategy and further proposals in this report seek to improve the Council's performance within the legal framework which governs the Council as a Waste Collection and Disposal Authority. In relation to commercial waste collection, s45 1(b) of the Environmental Protection Act enables Councils to collect and make a reasonable charge for collection and disposal of commercial waste.

Lawyer Consulted: Elizabeth Culbert

Date: 18/4/12

Equalities Implications:

- 5.12 A screening Equalities Impact Assessment (EIA) has been produced for the strategy review. Specific aspects of the action plan will be subject to detailed EIAs.

Sustainability Implications:

- 5.13 The strategy review identifies opportunities to significantly improve recycling and composting in the city and is critical to improving overall sustainability. It is also one of the delivery mechanisms for the OPL Framework targets on waste and sustainable materials.

Crime & Disorder Implications:

- 5.14 The strategy review has no significant implications for crime or disorder.

Risk and Opportunity Management Implications:

- 5.15 Section 4 of the Waste Strategy Review sets out risks and opportunities which the action plan seeks to address.
- 5.16 In relation to commercial waste collections a key risk will be that businesses will use the bins regardless of whether they have paid for the service through the purchase of bags. Although, some businesses may be doing this already, there is a likelihood that this could increase with the promotion and operation of the trial. For this reason, a contingency has been built in with the proposed cost structure above.
- 5.17 In addition, on board weighing on the communal bins vehicles allows the council to weigh each communal bin each time they are emptied. Data is currently held for the proposed trial area and the officers will be able to monitor the weights of the bins as the trial progresses and relate this information to the amount of bags sold and expected tonnages. This will allow the levels of any illegitimate use of the bins by businesses to be assessed. Inspections and enforcement will be carried out to minimise this risk.
- 5.18 Levels of demand for the service will need to be managed. There is a very little outlay required by the council other than the costs for the bags. Should the

scheme not prove to be popular, any surplus bags will be used by the street cleaning operations which also requires bags –there will be no losses incurred.

- 5.19 If levels of demand prove to be much higher than expected, the council will need to manage this and keep the scheme at 100 businesses for the trial. We would only expand incrementally to ensure the service can be provided within existing resources. There may come a point where the council will need to consider the expansion of the service and this may involve additional costs which will need to be covered in the price per bag. Such costs will include sales and marketing position, supervisor and administrator and additional communal bins – all dependent on the anticipated size of any service, the business case and agreement by the relevant Committee.
- 5.20 A consideration has to be that disruption in the Council's waste service, will also affect any commercial waste operations. This will mean that commercial premises will not receive a collection which could increase the impact of disruption across the city and as well as the costs of a clearing up after disruption to the council. The trial will have minimal impact as it is only for a maximum of 100 businesses in area which does not produce high waste levels in relation to other commercial outlets such as large restaurants and hotels. Service levels are consistently high, carrying out collections from over 200,000 collections per week. The level of missed collections is less than 0.05% and most of these are collected within 24 hours of being reported.

Public Health Implications:

- 5.21 The strategy review has no implications for public health. Any service changes will be subject to a detailed risk assessment.

Corporate / Citywide Implications:

- 5.22 The proposals in the review are critical to help deliver improvements to the city's sustainability which is a corporate priority. It also addresses specific priorities in the corporate plan, namely to trial food waste collection, trial communal recycling and trial a commercial waste collection service.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 Options for food waste collection have been considered in detail as evidenced in this report and the appendices.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 The reasons for the recommendations are set out in the body of the report.

SUPPORTING DOCUMENTATION

Appendices:

1. Brighton & Hove City Council Waste Strategy Summary & Action Plan
2. Map showing proposed area of communal recycling trial
3. Waste Strategy Public Consultation February/ March 2012

Documents in Members' Rooms

None

Background Documents

